

SCOPE OF SERVICES

ASSISTANCE WITH RURAL LANDS STUDY

Seminole County, Florida is seeking professional assistance for its effort in preparing a Rural Lands Study in East Seminole County. The East Rural Area, as shown in the attached Future Land Use Map, is an area identified in the Seminole County Comprehensive Plan, known as Vision 2020 Plan, as an area to protect from urbanization and to develop at rural densities. Historically, the region was used primarily for agriculture and large lot homesteads. The growth pressures of the late 1980s/early 1990s brought the future of the rural area into question. The 1991 update of goals, objectives and policies regarding the East Rural Area was the result of thorough study and public involvement. Citizens and policy makers alike acknowledge the special resources of the East Rural Area and the desire to continue to provide the opportunity for a lifestyle based on rural character. Resources include natural features, such as rare upland habitats, lakes, river systems with abundant viable wetlands and wildlife habitats. Conservation of wildlife habitat and enhancement of water quality and quantity can be promoted through land use patterns. The 1991 amendments identified the rural area and created new rural land uses limiting densities and guiding development. As an area protected from intense development, it offers land for agricultural purposes, large lot rural development, scenic roadways and vistas, passive recreational facilities, wildlife and vegetative habitat preservation and environmental protection. Within the East Rural Area is the historic Village of Geneva.

The Vision 2020 Plan objective entitled: "Preserve the Rural Lifestyle in East Seminole County" contains policies relating to clustering, roadway corridor overlays, designating the east area as outside the adopted urban service boundary for potable water and sanitary sewer, agricultural primacy and the protection of natural resources to implement the rural lifestyle objective. Modifications to the Urban Growth Boundary have occurred as the result of area studies including the Greenway/SR 434 Area Study (1994) and the Chuluota Area Study (1999) and application requests which carefully evaluated the need for change and insured the minimum disruption possible to the East Rural Area.

There are three main sub-areas within the East Rural Area: Geneva, Rural Chuluota east of the Urban Rural Boundary and the Black Hammock. Each sub-area study will be a stand alone report but collectively put together to complete the Rural Lands Study. Geneva and Chuluota are historically known and act as villages within the rural area. For the purpose of this discussion Geneva is the area east of Lake Jesup and north of the Econlockhatchee River, Rural Chuluota lies south of the Econlockhatchee River and east of Urban Growth Boundary and the Black Hammock is the area which lies north of the city of Oviedo, south of Lake Jesup and is bordered by the Black Hammock Wilderness area to the east.

This study will review the goals, objectives and policies within the Seminole County Comprehensive Plan for their applicability and effectiveness as relating to the Rural Area. Have the goals changed? Are new regulations needed to meet these goals? Are current regulations out of date or duplicative? Lot configuration will be studied as it relates to rural character. The impact of singular actions, i.e., various special exceptions, will be reviewed as to the cumulative impact of individual actions in decreasing the rural character of each sub-area.

Task 1. Background Work and Data Collection to be Assembled by the County and turned over to the Consultant

A draft outline is attached to guide the development of the Study. Each sub-area has its own distinct challenges and opportunities. The County will prepare the overall study introduction and conduct data collection on the three sub-areas to include delineation of the three sub-areas, history, existing conditions, population, land uses, services/infrastructure and environmental issues. The County will research special exceptions, code violations, lot configuration, lot split and lot access information, road information in regard to traffic info, paving of rural roadways and the existence of paper streets (unopened rights of way), LOS standards, current and future LOS

on roadways in East Rural Area. Also the County will identify trends portraying the needs and challenges unique to that area in this study. The County will hand over to the Consultant the research associated with Sections B through D of the outline for each sub-area and the Consultant will draft these sections of the document.

Task 2. Recommendation Section of the Study

It will be the responsibility of the consultant to take the background information collected by County Staff and prepare three sub-area reports into one document making **innovative recommendations based on the challenges and opportunities to preserve the rural character of the East Rural Area and set a course through comprehensive plan changes to strengthen the ability to protect the East Rural Area and defend challenges to the Urban/Rural boundary.** The Consultant will follow the outline attached in preparing the study. The Consultant will build on the comprehensive plan policies but look at new techniques/standards for preserving and amending the Urban/Rural Boundary and preserving the rural character of the East Rural Area. The following are ideas for consideration:

- A. Provide updated guidelines for incorporation into the comprehensive plan on how to amend the Urban/Rural boundary, such as, use of the DCA/Fishkind Economic Model for requests to amend the Urban/Rural Boundary.
- B. Any suggestions on innovative techniques that the County could combine with its manner of calculating net density and its rural land use categories of Rural-3, Rural-5, and Rural-10.
- C. Use of the sector plan concept per state statutes.
- D. Pros and cons of Transfer Development Rights. (To date the County has not moved forward on the rural stewardship program due to the relatively small amounts of vacant rural land in comparison to a county such as Collier County where the rural stewardship program has been a success and the desire in the East Rural Area not to create an urban node in the established rural area as in Collier County.)
- E. Randall Arendt's rural clustering recommendations, such as, preservation of scenic vistas at entrance ways, limitations of lot alterations or clearing and open space design.
- F. Innovative suggestions to working out annexation issues with the Cities of Winter Springs, Sanford and Oviedo through Joint Planning Agreements.
- G. How to treat individual actions, such as, special exceptions, from a cumulatively eroding the rural character of the area.
- H. Review and applicability of any recent legislation pertaining to rural areas, i.e., rural stewardship program.
- I. Use of the traditional method of using the carrying capacity of the infrastructure to control growth, i.e., roads, utilities, surface water facilities or TDMLs.
- J. Any application allowed under F.S. 582 relating to the Soil and Water Conservation District in preserving rural lands or particularly in regard to surface water management in the Black Hammock area.

Further explanation for "G" above is that the Consultant will look at the cumulative effects of individual urbanization actions on rural character, i.e., large churches, paving of rural roadways, daycares, large overhead electrical transmission lines, private central water utilities, etc. The Consultant will prepare recommended comprehensive plan policy changes for county review. Secondly, the Consultant will make recommendations for changes to the zoning districts for the rural area and other land development code regulations pertaining to the rural area, i.e., rural subdivision standards, lighting ordinance, Chuluota non-residential design standards (used for the

portion of Chuluota in the Urban Area), scenic roadways, arbor regulations – particularly lot clearing actions.

Task 3. Finalize the Document

The consultant will be responsible for preparing all graphics, tables and figures and publication of the final document.

Task 4. Public Participation

The Consultant will interview up to 12 key stakeholders in relationship to the Rural East Area. The Consultant will plan to attend and prepare materials for 9 public meetings in the East Rural Area which would be 3 meetings in each sub-area. The Consultant will prepare for 2 BCC hearings/presentations and 2 hearing/presentation before the P&Z. The Consultant will make one presentation to the Agriculture Advisory Committee, the Natural Lands Advisory Committee, the Trails and Greenways Advisory Committee, the Development Advisory Board and the Sustainable Communities Advisory Council.

Task 5. Internal Meetings with County Staff

The Consultant should anticipate 12 internal meetings with County Staff to include a kick off meeting and meeting with County Trails Staff and Natural Lands Staff. The Consultant will meet with each Board of County Commissioner individually at the on-set of the study to understand the perspective of each Commissioner regarding the Rural East Area.

Deliverables

1. Preliminary Draft of Sections A-D of the attached outline of each sub-area in order to monitor progress of work. 10 hardcopies
2. Preliminary Draft of Section E of the outline of each sub-area in order to evaluate progress of recommendations of each sub-area. 10 hardcopies
3. Final Draft of Complete Document encompassing the three sub-areas. 10 hardcopies
4. Final Document. 60 hardcopies, 40 CD ROM copies, a reproducible hardcopy of the final document and reproducible digital copies of graphics or GIS files.

Attachment: Rural Lands Study Outline

Future Land Use Map

Rural Lands Study Outline

Introduction and Reason for Preparing Rural Lands Study

1. Purpose of Study and History of the County's Rural Area Policies/Direction
 - a. Efforts in 1991 and subsequent rural land use categories (exhibit showing rural area/ boundary and future land use designations)
 - b. General reason for doing study...What is working-what may not be working?
2. Reasoning for Study to be Grouped into 3 Subareas of Black Hammock, Geneva and Rural Chuluota
 - a. Historic community character of each area
 - b. Better ability to involve public with key people from each community being involved and address issues separately with each community
3. Issues to each Subarea to be discussed in each Subgroup
 - a. Growth pressures from cities to the West and the need for effective JPAs regulating growth and the need to maintain the existing Urban/Rural Area Boundary.
 - b. Common issues as uncontrolled lot splits, traffic and roads (cut-through traffic), stormwater/flooding, erosion of rural character (cumulative impacts of non-related actions)
4. Background information pertinent to the Rural Area
 - a. Wetland/River Systems, Efforts of multiple agencies acquiring sensitive lands. County's Natural Lands efforts. SJRWMD's wish list.
 - b. How net density is calculated, examples in rural areas (how method helps in maintain wetland/rural character)
 - c. "Grandfathering" of non-conforming lots.

I. Black Hammock

A. Delineation of Subarea

B. History

1. Historical Background
2. Planning History
 - a 1991 East Rural Area Amendments to Plan
 - b Establishment of the Urban/Rural Boundary
 - c 1994 Seminole County GreeneWay / SR 434 Small Area Study
 - d Battle Ridge and other Winter Springs annexations
 - e 2001 Vision 2020 – A Guide to the Journey Ahead
 - f Land Development Code Regulations for Rural Areas
 - g Public Lands

C. Existing Conditions in Black Hammock

1. Population, Absorption of Land
2. Land use, Zoning and Lot Layout/Configuration
 - a Rural Residential
 - b Agricultural
 - c Other Land Uses, such as, Black Hammock Fish Camp
 - d How much vacant developable land is there
 - e How Land is generally platted or configured, property values
3. Current Infrastructure and Needs
 - a Roads to include description of roads at rural standards
 1. Unpaved
 2. Cold mix paving in area
 3. Unopened streets (paper streets)
 - b Water (wells, central water provided in some areas, not at fire flow pressure, note: current fire hydrants are for blow off only)
 1. Water service areas of private utilities, CUPs
 2. Ag users with CUPs
 - c Wastewater Disposal by Septic Tanks
 - d Schools
 - e Parks, Trails and Public Lands
4. Current Environmental Issues and Needs
 - a Drainage and Surface Water Control (acquisition of lands for stormwater control by the County or SJRWMD)
 - b Floodplains, Wetlands and Habitat
 - c Dredging of Lake Jesup
 - d Efforts to clean up Lake Jesup/Impaired water bodies and TMDLs

D. Black Hammock Area Issues

1. Projected Growth as Rural Lands from Comp Plan
2. Annexation Issues and Growth Pressures
 - a City of Winter Springs and City of Oviedo with adjacent land uses to the Urban/Rural Boundary with available urban services

- b Annexation pressure beyond the Urban/Rural Boundary
- c Joint Planning Agreements – No JPA with Winter Springs and revisions to Oviedo JPA, appropriate uses in transition areas.
- d Cite Examples of Growth Pressures, Annexations, Westward Relocation of Urban/Rural Boundary
- e Presence of SR 417 (Greeneway)
- 3. Lot Splits/Land Configuration/Paper roads/lot access by easements
- 4. Florida Avenue (FLU Policy 11.7) see , other road issues to include cut through traffic & truck traffic, paving of rural roadways and dirt street issues, scenic roads and designations and trails, rural road levels of service
- 5. Document scale of non-related actions or uses (Special Exceptions) and their impacts (these should be mapped to display any correlation between them)
 - a schools, churches, daycares, institutional uses, agritourism, landing strips, temporary uses such as, movie permits, other like uses
 - b cell towers, large KV power lines such as the ones that traverse the Geneva area
 - c mobile homes, non-conforming uses
 - d truck farming or other intensive agricultural uses
 - e land clearing and logging, loss of habitat, amount of lot disturbance
 - f any past affects of recent wildfires or controlled burns
 - g lighting nuisances
 - h code violations
 - i uses by general permit (see Section 30.112 and 30.130 of the LDC)

E. Protection and Maintenance of the Black Hammock Rural Area

1. Identify comp plan policies and LDC code regulations that are working to help protect and maintain Rural Character. Review and identify comp plan policies and LDC regulations that may need amending or revis. Identify how they can be strengthened to aid in maintaining or preserving rural character, i.e., rural subdivision regulations, land clearing, arbor regulations, lighting regulations, scenic roadways. Secondly, what needs to be strengthened and how. Prepare language for comprehensive plan text amendments and identify areas in the LDC to be amended.
2. Review data collected and make recommendations on topics covered previously in outline relating to rural character.
 - a Issues relating to lots: lot splits, lot configuration, lots by easements
 - b Road issues
 - c Potential use of performance zoning or other techniques in Rural lands
 - d Urban/Rural Boundary
 - e Innovative techniques
 - f Direction from new legislation
 - g Agriculture/wholesale nursery uses
3. Possible adaptation of Conservation Village technique to this area
4. Suggestions for language in JPA's with cities to contain urban growth
5. Wetland Regulations, Public Lands and Mitigation Areas

6. Summary of Issues and determination if cumulative impacts results from non-related actions or uses and possible affect on rural character and if so, recommendations on how to overcome this.

II. Geneva

A. Delineation of Sub-area

B. Geneva History

1. Historical Background
2. Planning History
 - a 1991 East Rural Area Amendments to Plan
 - b Establishment of the Urban/Rural Boundary
 - c 2001 Vision 2020 – A Guide to the Journey Ahead
 - d Land Development Code Regulations for Rural Areas
 - e Public Lands
 - f Past incorporation study(ies)

C. Existing Conditions in Geneva

1. Population
2. Land use, Zoning and Lot Layout/Configuration
 - b Rural residential
 - c Agricultural
 - d Other land uses, i.e., small business center, fire station, school, etc
 - e How much developable vacant land is there
 - f How land is generally platted or configured
3. Current Infrastructure and Needs
 - a Roads to include description or roads at rural standards
 1. Unpaved
 2. Cold mix paving in area
 3. Unopened rights of way (paper streets)
 - b Water (wells, central water provided in some areas, fire flow pressure?)
 1. Water service areas of private utilities, CUPs
 2. Ag users with CUPs
 - c Wastewater disposal by septic tanks
 - d Schools
 - e Parks, trails and public lands (Landfill/Cameron Thrasher lands)
4. Current Environmental Issues and Needs
 - a Drainage and surface water control
 - b Floodplains, wetlands and habitat
 - c Geneva Lens

D. Geneva Area Issues

1. Projected Growth of Rural Lands from Comp Plan
2. Growth Pressures
 - a City of Sanford expansions and the Urban/Rural Boundary with Sanford's spray fields in Rural Area, need for Joint Planning Agreement

- with Sanford regarding possible expansion of Sanford, east of airport and keeping of rural character of sprayfields land.
- b Protection of rural character in village of Geneva
- 3. Lot splits/land configuration/lots from easements
- 4. Undeveloped 5 acre subdivisions
- 5. Scale and compatibility other uses or actions and their impacts
 - a schools, churches, daycares, agritourism, landing strips, movie permits, institutional uses, other like uses
 - b cell towers, large KV powerlines
 - c mobile homes, non-conforming uses
 - d truck farming or other intensive agricultural uses
 - e land clearing or logging, loss of habitat, lot disturbance
 - f any past affects of recent wildfires or controlled burns
 - g lighting nuisances
 - h code violations
 - i uses by general permit (see Section 30.112 and 30.130 of the LDC)
- 6. Summary of Issues/Cumulative impacts affecting rural character
- 7. Projected growth of traffic on SR 46
- 8. SR 46 Lake Jesup bridge replacement
- 9. Geneva Lens (See appendix on water quality and quantity)
 - a CUPs and withdrawals
 - b Private utilities

E. Protection and Maintenance of the Geneva Rural Area

1. Identify comp plan policies and LDC code regulations that are working to help protect and maintain Rural Character. Review and identify comp plan policies and LDC regulations that may need amending or revising. Identify how they can be strengthened to aid in maintaining or preserving rural character, i.e., rural subdivision regulations, land clearing, arbor regulations, lighting regulations, scenic roadways. Secondly, what needs to be strengthened and how. Prepared language for comprehensive plan text amendments and identify areas in the LDC to be amended.
2. Review data collected and make recommendations on topics covered previously in outline relating to rural character.
 - a Issues relating to lots: lot splits, lot configuration, lots by easements
 - b Road issues
 - c Potential use of performance zoning or other techniques in Rural lands, particularly for the Village of Geneva
 - d Urban/Rural Boundary
 - e Innovative techniques
 - f Direction from new legislation
3. What needs to be strengthened and how, maintain rural character in Village of Geneva, such as,
 - a Non-residential design standards overlay similar to Chuluota
 - b Monitor impact of growth to Geneva Lens
 - c Historic preservation measures

4. Possible adaptation of Conservation Village technique to this area
5. Suggestions for language in JPA's with cities to contain urban growth
6. Wetland Regulations, Public Lands and Mitigation Areas - Protection of natural resources, especially the Geneva Lens, Econ River Protection Area
7. Summary of Issues and determination if cumulative impacts results from non-related actions or uses and possible affect on rural character and if so, recommendations on how to overcome this.

III. Rural Chuluota

A. Delineation of Subarea

B. History

1. Historical Background
2. Planning History
 - a 1991 East Rural Area Amendments to Plan
 - b Establishment of the Urban/Rural Boundary
 - c Chuluota Study and its Recommendations within the Urban Area
 - d 2001 Vision 2020 – A Guide to the Journey Ahead
 - e Land Development Code Regulations for Rural Areas
 - f Public Lands

C. Rural Chuluota Existing Conditions

1. Population
2. Land use, Zoning and Lot Layout/Configuration
 - a Rural Residential
 - b Agricultural
 - c Other Land Uses, such as, churches,
 - d How Land is generally platted or configured
3. Current Infrastructure and Needs
 - a Roads to include description of roads at rural standards
 1. Unpaved
 2. Cold mix paving in area
 3. Unopened rights of way (paper streets)
 - b Water (problem of Florida Utilities indicating they have plant capacity but have exceeded their CUP permit from SJRWMD)
 - c Wastewater Disposal by Septic Tanks
 - d Schools
 - e Parks, Trails and Public Lands
4. Current Environmental Issues and Needs
 - a Drainage and Surface Water Control
 - b Floodplains, Wetlands and Habitat
 - c Big Econ area

D. Rural Chuluota Area Issues

1. Projected Growth as Rural Lands from Comp Plan
2. How Chuluota Design Guidelines affect development

3. Annexation Issues and Growth Pressures (how does proximity to urban uses in Orange County affect rural area?)
 - a City of Oviedo with nearby land uses to the Urban/Rural Boundary with available urban services
 - b Annexation pressure beyond the Urban/Rural Boundary
 - c Cite Examples of Growth Pressures, Annexations
 - d Needed revisions to Joint Planning Agreement with Oviedo, i.e., uses in transition areas
4. Lot Splits/Land Configuration/Lots from easements
5. Scale and compatibility other uses or actions and their impacts
 - a schools, churches, daycares, agritourism, landing strips, movie permits, institutional uses, other like uses
 - b cell towers, large kv powerlines
 - c mobile homes, non-conforming uses
 - d truck farming or other intensive agricultural uses
 - e land clearing or logging, lost of habitat, lot disturbance
 - f any past affects of recent wildfires or controlled burns
 - g lighting nuisances
 - h code violations
 - i uses by general permit (see Section 30.112 and 30.130 of the LDC)
5. Summary of Issues/Cumulative impacts affecting rural character
6. Protection of the Big Econ area and the discussion of the extension of McCulloch Rd.
7. Plans by SJRWMD to purchase lands in the area

E. Protection and Maintenance of Rural Chuluota Area

1. Identify comp plan policies and LDC code regulations that are working to help protect and maintain Rural Character. Review and identify comp plan policies and LDC regulations that may need amending or revising. Identify how they can be strengthened to aid in maintaining or preserving rural character, i.e., rural subdivision regulations, land clearing, arbor regulations, lighting regulations, scenic roadways. Secondly, what needs to be strengthened and how. Prepared language for comprehensive plan text amendments and identify areas in the LDC to be amended.
2. Review data collected and make recommendations on topics covered previously in outline relating to rural character.
 - a Issues relating to lots: lot splits, lot configuration, lots by easements
 - b Road issues
 - c Potential use of performance zoning or other techniques in Rural lands
 - d Urban/Rural Boundary
 - e Innovative techniques
 - f Direction from new legislation
3. Possible adaptation of Conservation Village technique to this area
4. Suggestions for language in JPA's with cities to contain urban growth
5. Wetland Regulations, Public Lands and Mitigation Areas

6. Summary of Issues and determination if cumulative impacts results from non-related actions or uses and possible affect on rural character and if so, recommendations on how to overcome this.

Other thoughts:

1. Effects of lighting ordinance in Rural area
2. Brick streets in Geneva, historic preservation techniques
3. Mitigation bank in rural area (uplands and wetlands)
4. Issue of cluster development and fire flows
5. Assistance of keeping historic structures for rural character
6. Seminole Woods deed restrictions
7. Look at building envelope appropriate for Rural area (lot disturbance)
8. Flagler Trail
9. Use of DCA/Fishkind model for reviewing Urban/Rural Boundary changes or development in the East Rural Area.
10. Sector plan for each sub-area
11. Cities have to petition the County to amend the Urban/Rural Boundary